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ANNEX A

AFFIRMATIVE ACTION - POLICY GUIDELINES

1. INTRODUCTION

The Government of Canada is dedicated to the principle of equality for all Canadians. The passage of the Charter of Rights and Freedoms, the Canadian Human Rights Act, as well as Canada's participation in various international covenants, all reflect the government's strong determination to eliminate discrimination. As an employer, the government continues to be pledged to equality of opportunity and to appointment based on merit. In full awareness of these commitments, indeed to give substance to them, the government is adopting a policy of affirmative action in the Public Service. It believes that affirmative action is an effective strategy for eliminating barriers in employment and ensuring the more equitable representation of disadvantaged groups in the Public Service. Affirmative action is thus supportive of the merit principle which embraces the concepts of sensitivity and responsiveness, efficiency and effectiveness, equality of access to Public Service employment and equity.

2. POLICY

The government continues to be committed to a Public Service that is representative of and responsive to the people it serves. It has long been committed to equality of opportunity for all in a Public Service where initial entry, as well as promotion, are based on merit. However, it is convinced that effective equality of opportunity for women, Indigenous people and handicapped persons can only be achieved through strong pro-active measures. The government has therefore decided that all departments and agencies shall undertake a program of affirmative action. As part of the program, temporary special measures to facilitate entry into the Public Service and development and promotion thereafter will be planned and implemented by both central agencies and departments.

These temporary special measures will principally provide women, Indigenous people and handicapped persons with experience and training to prepare them to take their share of employment and advancement opportunities. Both the Canadian Human Rights Act and the Constitution explicitly allow for special measures for target groups to remedy the effects of past or continuing discrimination and disadvantage. It is not the government's intention to offer general preferences, however, nor to countenance any infringement upon the merit principle or the imposition of quotas or targets based simply on demographics.

3. OBJECTIVES

The objective of this policy, while not precluding those already contained in existing policies pertaining to women, Indigenous people and handicapped persons, is to use affirmative action to eliminate systemic as well as overt discrimination and to introduce temporary special measures to ensure that target groups participate and are represented equitably in the Public Service, based on their representation within the available, qualified and interested workforce. Specific objectives are:

- 3.1 To ensure that women, Indigenous people and handicapped persons are equitably represented in the Public Service.
- 3.2 To neutralize employment systems which disfavour target groups.
- 3.3 To actively help women, Indigenous people and handicapped persons to achieve equitable representation within a reasonable timeframe through temporary special measures.

4. DEFINITIONS

- 4.1 Indigenous People: Indian, Métis, Non-Status Indian and Inuit People.
- 4.2 Physically Handicapped: one whose permanent physical disability, infirmity, malformation or disfigurement caused by bodily injury, birth defect or illness creates problems in finding employment that would not be encountered by a person of equivalent potential competence without the disability. Without limiting the generality of the foregoing definition, physically handicapped includes epilepsy, any degree of paralysis, amputation, lack of physical coordination, blindness or visual impediment, deafness or hearing impediment, muteness or speech impediment and physical reliance on a seeing eye dog or on a wheelchair or other remedial appliance or device.
- 4.3 Mentally Handicapped: one whose learning or comprehension capacity is significantly less than that normally expected of someone of like age or experience, but who is capable of performing some tasks in a reliable manner under a reasonable amount of supervision.

Throughout this policy the word "handicapped", when unqualified, means both physically and mentally handicapped. Items which apply only to those with physical handicaps contain the words "physically handicapped".

- 4.4 Affirmative Action: Affirmative action is a systems-based approach to the identification and elimination of discrimination in employment. It involves a workforce audit; a quantitative and qualitative analysis of employment systems (policies, practices and procedures) and their impact on target groups; the substitution of non-discriminatory practices for those disfavoured by target group members; the implementation of temporary special measures to remedy the effects of past discrimination; the adoption of numerical goals and timetables to improve the representation and/or distribution of target group members; and the establishment of monitoring and feedback mechanisms. Temporary special measures are an integral part of affirmative action in order to ensure that under-represented groups achieve equality in a timely fashion.

The analytical and planning processes of affirmative action are consistent with good human resource management practices and will reinforce efforts to improve human resource management in the federal government. Affirmative action will benefit not only women, Indigenous people and handicapped persons, but other minority groups as well, by breaking down barriers to equality of opportunity and eliminating traditional stereotypes.

5. APPLICATION

Departments and agencies of the Public Service of Canada as defined in Schedule 1, Part 1 of the Public Service Staff Relations Act.

6. IMPLEMENTATION

During the analytical phase of the affirmative action strategy, departments will be expected to continue vigorously to implement the Equal Opportunity plans previously submitted to the Treasury Board Secretariat. In addition, there may be some elements of an affirmative action strategy which could be included in human resource plans developed while the analytical phase is under way. However, departments will no

longer need to submit an Equal Opportunity for Women report in March 1984 since progress will be monitored through central data systems. Some departments may still need to provide a progress and activity report for either the Indigenous or handicapped programs or both. Specific directions will be issued to individual departments.

Since the critical under-representation of Indigenous people and handicapped persons in the Public Service has already been clearly identified through the Equal Opportunity programs, departments should not wait for the completion of the analytical phase of the affirmative action strategy before developing and implementing specific strategies to increase the numbers of these two target groups in the Public Service.

To implement affirmative action, departments and agencies will need to undertake the following steps:

6.1 Commitment & Organization

After the public announcement of a service-wide affirmative action strategy, the Deputy Head should announce the beginning of the departmental strategy to all employees. As the officer responsible for the success of this program, the Deputy Head should stress commitment to the affirmative action process and indicate his/her personal involvement throughout the duration of the program.

Each department will need to establish a responsibility centre for affirmative action which has access to senior management. Departmental organization and decision-making processes will determine the role and place of the affirmative action group. In order to ensure the success of the process, it is essential that managers, personnel specialists, target group representatives and union representatives all be involved in both the development and the implementation phases. Departments will need to make decisions about how best to achieve this.

The person-years that are currently allocated to the Equal Opportunity programs will be integrated into the affirmative action group. A centrally administered temporary pool of 25 person-years will be allocated to departments by the Treasury Board Secretariat based on assessment of need and the submission of departmental work plans.

Departmental staff directly involved in the affirmative action analysis will be trained by the Treasury Board Secretariat beginning in September 1983. This training will provide participants with the analytical tools necessary to design and carry out the diagnostic phase of the strategy. In addition, TBS will develop a practitioners' manual for distribution in September 1983.

In order to ensure a thorough analysis and the development of an appropriate action plan, departmental work plans outlining the analysis to be undertaken, the data needs and the data sources will begin to be submitted to the Treasury Board Secretariat by November 30, 1983. Feedback will be provided through ongoing liaison.

6.2 Analysis

The analytical phase of the strategy is made up of two steps:

- i) the workforce audit
- ii) the employment systems analysis

The workforce analysis is intended to provide a comprehensive picture of employees, by sex and target group status.

The situation of target group members is compared to that of non-target group members in order to identify whether differences exist. A utilization analysis, based on the availability of target group members is made, to determine whether under-representation exists. Availability estimates will be developed centrally and provided to departments.

The purpose of the employment systems analysis is to identify and measure the impact of employment policies, practices and procedures which may serve to exclude or disadvantage target group members. The quantitative aspect of impact analysis lends itself more readily to women as a target group than it does to the Indigenous and handicapped target groups, because of their small numbers in the Public Service. Thus, the qualitative aspect of impact analysis of employment systems is essential to ensure a full diagnosis for these latter two target groups.

Both the Public Service Commission and the Treasury Board Secretariat will provide technical assistance to departments throughout the analytical phase, which should be completed by August 1984. Departments should also ensure appropriate data-base maintenance on completion of the analytical phase for monitoring purposes.

6.3 Action Plan

A three-year action plan will be developed for approval by the Senior Management Committee of the department. Based on the findings of the analysis, the plan will include, for each of the target groups:

- i) measures to neutralize those aspects of employment systems identified as having a negative impact on target groups;
- ii) numerical targets to correct the under-representation and/or distribution of target group members, based on the degree of under-representation, availability, and departmental attrition. Departments will take into account any service-wide objectives for under-represented groups established by Treasury Board when setting their departmental targets; and
- iii) temporary special measures, both remedial and support, to redress the effects of past discrimination in a timely manner.

This action plan will be submitted to the Treasury Board Secretariat no later than December 31, 1984; it will be reviewed according to criteria established and communicated to departments. Feedback will be provided in sufficient time to implement action plans as of April 1st, 1985.

6.4 Departmental Monitoring

Effective monitoring of the implementation of the action plan is essential, just as it is for any other departmental program. It should allow for the evaluation of progress towards goals and the identification of need for corrective action or adjustment.

7. ROLES AND RESPONSIBILITIES

7.1 Departments and Agencies

- undertake comprehensive analysis and prepare action plan for submission to the Treasury Board Secretariat by the end of 1984, including goals, timetables and temporary special measures;
- communicate to departmental employees the purpose, process and progress of affirmative action;
- consult with departmental union representatives as well as representatives of target groups;
- ensure the integration of affirmative action analysis and planning with corporate human resource planning and goal setting.

(NB: Separate guidelines will be issued soon by the Treasury Board on Human Resource Planning and Management.)

7.2 Treasury Board Secretariat

- establish and chair central committees, and provide secretariat services;
- maintain, in conjunction with the Public Service Commission, ongoing discussions with advisory committees representing the separate target groups;
- develop, in conjunction with the Public Service Commission, specific initial training for departmental staff undertaking affirmative action analysis and plan for eventual incorporation into human resource planning training;
- provide technical expertise to departments;
- analyze departmental action plans which will result from the comprehensive analysis phase and provide feedback to departments on established criteria;
- review, in consultation with the Public Service Commission and departments as appropriate, Treasury Board policies and procedures governing personnel

management, in order to ensure that systemic barriers are removed, and departmental action plans, in regard to centrally directed measures requested by departments;

- recommend, to the Treasury Board, such service-wide goals, strategies and central direction as may be required to achieve the over-all objective of the policy.

7.3 Public Service Commission

- develop and provide departments with estimates of target group availability;
- assist and advise departments regarding the implementation and development of temporary special measures including those support measures already contained in existing equal opportunity policies;
- review departmental action plans to ensure that these plans can be carried out without prejudicial effect on the merit principle;
- operate special access/development programs for Indigenous people and physically handicapped persons;
- establish and operate a special facility which will identify women with management potential and make them known to departments/agencies across the Public Service which are staffing positions at intermediate and senior officer levels;
- provide career counselling for all target group members;
- maintain, in conjunction with the Treasury Board Secretariat, ongoing discussions with advisory committees representing the separate target groups;
- review, in consultation with the Treasury Board Secretariat and departments, where appropriate, its policies governing staffing in order to ensure that departments have at their disposal the appropriate means to respond to the government's intentions.

8. ACCOUNTABILITY

8.1 Treasury Board Secretariat

The Secretariat, through its Secretary, is accountable to the Board for ensuring the implementation of this policy in departments (Financial Administration Act 5(1), (c), (d), (e)).

8.2 Public Service Commission

The Public Service Commission is accountable, through its Commissioners, for the application of this policy relative to the staffing function and other personnel processes delegated to the Commission (Public Service Employment Act, 5(a), (b), and (f)).

8.3 Departments

Deputy Heads are accountable for the implementation of this policy in the management of their human resources and for their contribution to the achievement of service-wide objectives for under-represented groups.

9. EVALUATION AND PERFORMANCE CRITERIA

9.1 The evaluation of the effective implementation of this policy will be based on performance criteria which include the following:

- i) The extent to which employment practices, policies and procedures which discriminate against or disfavour target group members have been identified and neutralized;
- ii) The appropriateness and level of attainment of the quantitative goals set by departments and agencies in their action plans and those established centrally for women;
- iii) The effectiveness of temporary special measures developed and implemented either centrally or by departments to ensure that women, Indigenous people and handicapped persons achieve equitable representation in a specified time frame.

- 9.2 The effectiveness of this policy and its implementation will be evaluated periodically, but not before 1987-88. The evaluation will be conducted jointly by the Treasury Board Secretariat and the Public Service Commission in consultation with advisory bodies representing target groups and senior departmental personnel.

FACT SHEET

TREASURY BOARD SECRETARIAT

AFFIRMATIVE ACTION PILOT DEPARTMENT

DEPARTMENTAL PROFILE

- . A small, centralized department comprising approximately 800 employees.
- . Two-thirds of its population is found in the executive and officer categories, with the remainder in the administrative support category.
- . In 1980, women represented 46% of the TBS population. Female representation in executive positions was 13% and 30% in officer positions.
- . There were 5 self-identified Native employees and 7 disabled employees at TBS in 1980.

FINDINGS AND ACTIONS PLANS

Findings

- . Representation and distribution of women in the Secretariat is comparatively good. Native and handicapped participation is minimal.
- . Problems in Native and handicapped representation were thought to be related to recruitment problems rather than to systemic barriers in the Secretariat's employment systems and practices.
- . The audit of employment systems uncovered no major problems. Although evidence of managerial attempts to appoint women surfaced, more efforts need to be made to include women in all competitions.
- . Tests used in the selection process are not validated and are sometimes administered on an ad-hoc basis.
- . Goals and targets to correct under-representation of the 3 target groups had not been integrated into planning systems.
- . Because there are few jobs in TBS at the intermediate levels of occupational groups, it is difficult to move from junior to senior officer levels.

- . Women are available in feeder groups to all officer positions in greater numbers within the department than in the Public Service as a whole.
- . Although a departmental employee appraisal policy exists, it seems that insufficient attention has been devoted to it.
- . 10% of all officer appointments during 1980 were persons recruited from outside the Public Service.
- . The management of human resources in the Secretariat needs to be improved.

Action

- . Undertake an annual employee audit to analyze data for participation and distribution of target group members, as well as an annual employment systems audit to analyze for adverse impact and systemic barriers.
- . Establish goals for the 3 target groups.
- . 10% of all officer and executive appointments to be from outside the Public Service, with emphasis on target groups.
- . Review all TBS positions to determine which can be filled on a part-time or shared basis, and which can be filled by mentally-handicapped persons.
- . Incorporate into the staffing policy the requirement that equivalents to educational requirements should be accepted. Ensure that at least one target group member or a representative of an affirmative action unit be on all selection boards as a decision-maker.
- . Validate existing and future tests, and consider alternative methods to be used to accommodate handicapped candidates.
- . Amend departmental transfer policy to encourage TBS managers to make use of transfers to provide target group members with central agency experience.
- . Monitor the classification policy and review job descriptions every two years.
- . Consider a developmental program to provide training at the intermediate officer levels, and a program for support employees.
- . Develop a training policy and establish a training committee.
- . Review policy proposals and Cabinet documents originating in TBS for impact on target group members.

- . Develop a human resources plan using the appraisal system as the base, and develop a management program for the Senior Management group.
- . Set up appraisal review committees for all groups and levels and adhere to the departmental appraisal policy.

June 27, 1983

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FACT SHEET

CANADA EMPLOYMENT AND IMMIGRATION COMMISSION (CEIC)

AFFIRMATIVE ACTION PILOT DEPARTMENT

DEPARTMENTAL PROFILE

The indeterminate workforce of CEIC comprised approximately 22,000 employees, 57.3% of whom were women. The majority of women (68.1%) were in Administrative Support positions. Voluntary self-identification was the basis of determining the number of indigenous and handicapped employees. Indigenous persons comprised approximately 1.0% of the workforce with concentration at the second level of the Program Administration (PM) Group and in Native-designated positions. Native women were found disproportionately in support level positions. Physically handicapped persons comprised approximately 1.0% of the workforce. They were also concentrated in jobs at the second level of the PM Group.

FINDINGS AND ACTION PLANS1. HUMAN RESOURCE PLANNINGFindings

- . The human resource planning process is not based on adequate projections and is not well integrated in relation to resourcing, training, succession planning, appraisal and so forth. As a result, decisions tend to be made in isolation without conscious consideration of target groups, thereby perpetuating the status quo. For example, staffing tends to be carried out on a case-by-case basis which does not give the necessary lead time to consciously seek out qualified target group members or break the historical patterns of selection.

Action

- . Develop an integrated human resource management system and set successive annual numerical goals regarding target group increases within the framework of an overall long-term plan, which in turn synchronizes the human resource plan with the corporate objective setting process.
- . In 1983-84, double the representation of women in the Senior Management and Executive groups.
- . Hire an additional 79 indigenous employees through public recruitment in 1983-84.
- . Establish an indigenous management trainee recruitment and development program.

- . Develop a pilot program whereby homebound physically handicapped persons carry out their jobs at home.
- . Continue to provide a designated fund of \$100,000 for provision of vocational aids to handicapped employees.
- . Seek a means whereby the probationary period for handicapped employees takes account of the delivery time for technical aids.
- . Assign one person in each responsibility centre to find other jobs for employees who become disabled and cannot resume their former duties.
- . Provide early work experience to indigenous and handicapped persons through collaboration with high schools and colleges.
- . Establish a remedial action inventory of high-potential target group members to be used in encouraging applications for competitions, in making referrals to managers and in ensuring equitable participation in task forces.

2. STAFFING

Findings

- . Target groups were disproportionately screened out of competition by the experience factor and received an inequitable share of acting appointments, a means by which men tended to gain experience leading to subsequent appointment.
- . Appointments without competition, particularly at levels where target groups were severely under-represented, accrued disproportionately to men.
- . The selection factors were based on non-validated and often nebulous standards while the selection tools were found to be inadequate predictors of future performance.

Action

- . Make all acting appointments above level four subject to the approval of Executive Heads.
- . Monitor non-competitive processes with the intention of taking further action if the unfavourable outcome continues.
- . Use a variety of assessment tools in selection including mandatory use of performance appraisals and reference checks.
- . Develop guidelines for managers describing the problems found in the staffing system, and providing strategies for eliminating or reducing the negative effect of such things as the knowledge and experience factors.

- . Require that at least one qualified woman be a member of selection boards, and that boards with other target group candidates also have members on selection boards.

3. TRAINING AND DEVELOPMENT

Findings

- . There is a strong indication that target groups, especially Natives and women, are negatively affected as to the type, source and duration of development training.
- . Target groups do not receive an equitable proportion of development opportunities such as formal development programs or participation on task forces.

Action

- . Monitor training and development outcomes during 1983-84 with a view to additional intervention if the situation does not improve.
- . Place high-potential women, who are below the EX and SM groups, on the interdepartmental EX and SM mandatory training programs.
- . Place high-potential women, who are not in middle management levels, on the departmental intermediate management training program.
- . Have an equitable proportion of target group members on task forces and special study projects.
- . Conduct formal development programs on a national competitive basis and encourage target group employees to participate.

4. CLASSIFICATION

Findings

- . There is some indication that the classification system has built-in stereotypes and values which disfavour target groups.

Action

- . Refer the findings of the classification analysis and request that Treasury Board conduct an in-depth examination of the classification system to conclusively demonstrate if systemic discrimination is present.

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June 27, 1983

FACT SHEET

DEPARTMENT OF SECRETARY OF STATE

AFFIRMATIVE ACTION PILOT DEPARTMENT

DEPARTMENTAL PROFILE

The Department of Secretary of State is a medium-sized department whose mandate is to "enhance the sense of belonging to the country". Among other activities, it is responsible for participation programs which are oriented toward disadvantaged groups in society, particularly women, Native people and handicapped persons.

As of December 31, 1981, (date of study) there were 3,386 employees classified in 27 groups at 98 different levels. In number of employees, the Department ranked 18 among the 68 departments governed by the Public Service Employment Act. 90% of employees work in 7 professional groups. Over 60% of employees work in the Translation Bureau. The second largest group works in the Citizenship and Official Languages Sector.

The average employee's age is 34.7 years, the average length of pensionable service is 6.7 years, the average salary (excluding Senior Executives) is \$24,000. 92.7% of employees are in full-time permanent positions, the remainder being in term and part-time positions.

Women represent 64.9% of total departmental population. There is a higher representation of women in nearly all categories, groups, and at all levels than in the Public Service as a whole. There is a very high representation of women in the support group; this decreases to 12.5% at the senior management level.

Native people represent one per cent of departmental population. Their numbers total 33 (20 women and 13 men) of which 29 are in permanent positions. Most Native employees (90%) work in the Citizenship and Official Languages Sector. They have the same average age as the departmental average and the same average salary. However, they have fewer years of service on the average than the departmental average. Native employees are concentrated in jobs requiring knowledge of Indigenous people and their cultures.

Handicapped persons represent one per cent of departmental population. Their numbers total 34, of which 31 have permanent positions. Their average age and their average salary are lower than the departmental average. 90% have come to the department directly from outside the Public Service.

FINDINGS AND ACTION PLANS

1. SELECTION PROCESS

Findings

- . A disproportionate number of Natives and handicapped persons are in term positions.
- . There are differences in salaries paid to men and women at TR-1 level, stemming from using experience as a criterion for determining salary.
- . There is a limited number of positions at junior officer level accessible to support staff.
- . Experience requirements for junior officer positions restrict the number of potential applicants by requiring experience that can only be acquired on-the-job.
- . Native representation is low in those positions requiring knowledge of Native people and their cultures.

Action

- . Give Native and handicapped term employees priority consideration when staffing indeterminate positions.
- . Review criteria for establishing entrance level salaries, validate entrance exam for translators, and consider using it as the tool to estimate potential performance.
- . Limit competitions for junior officer positions not requiring a university degree to departmental employees.
- . Develop means to assess requirements related to experience to ensure that they are related to the functions of the position, and do not limit the candidacy of competent employees.
- . Make official the practice of opening competitions simultaneously for positions requiring knowledge of Native people and their cultures to applicants in and outside the Public Service.

2. EXTERNAL RECRUITMENT

Findings

- . There is a low availability of handicapped persons within the Public Service compared to their availability outside the Public Service.

- . . . There are few Native employees in positions other than those requiring knowledge of Native people and their cultures.

Action

- . Adopt measures to ensure the candidacy of handicapped persons and Native people when recruiting outside the Public Service.

3. PERFORMANCE APPRAISALS

Findings

- . Managers rarely consult performance appraisals for decision-making purposes in the area of personnel management.

Action

- . Favour performance appraisals as tools for making decisions in all areas of personnel management.
- . Create a mechanism to ensure that appraisals are consulted for recruitment and staffing purposes.
- . Use appraisals as one of the tools for decision-making in areas of succession planning, special secondments, developmental programs and others.

4. TRAINING AND DEVELOPMENT

Findings

- . Lack of information on career opportunities and lack of structured counselling services.
- . Women managers are not registered in management courses in the same proportion as their male counterparts.

Action

- . Structure counselling service and set up training program on subject of selection process for support staff.
- . Departmental Training Council will ensure equitable participation on compulsory management courses.

5. TEMPORARY SECONDMENTS

Findings

- . The temporary secondment system is informal.
- . Support staff have difficulty acquiring experience at officer level.

- . Translators have difficulty changing occupational groups.
- . Native employees are confined to positions requiring knowledge of Native people and their cultures.

Action

- . Set up an internal secondment program and orient its operation toward those groups.

6. EMPLOYMENT STATUS

Findings

- . Part-time work is not widespread. There is no departmental policy and it is not possible to know how many requests for part-time work are made.

Action

- . Prepare and distribute a part-time policy. Ensure that managers and Personnel will jointly study requests for part-time work.

7. EQUAL OPPORTUNITIES AND AFFIRMATIVE ACTION

Findings

- . The actions undertaken in EO programs have produced noticeable results.

Action

- . Continue EO actions.
- . Continue to establish numerical objectives for certain groups.
- . Continue to integrate EO/AA into Personnel Branch Operations.
- . Integrate EO/AA into the accountability system.
- . Continue to integrate related issues into human resource planning, strategic, long-term operational and work planning decision-making processes.

June 27, 1983

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STATISTICAL INFORMATION ON THE CURRENT REPRESENTATION
OF THE THREE TARGET GROUPS IN
THE PUBLIC SERVICE OF CANADA

INDIGENOUS

It is estimated that Indigenous people represent approximately four per cent of the Canadian population. Their current representation in the Public Service does not exceed 2,600 (less than 1.5% of the Public Service).

Of the total number of Indigenous employees, 54% are in the Department of Indian Affairs and Northern Development and the majority of other Indigenous employees are found in five departments (Health and Welfare, Employment and Immigration, Environment Canada, National Defence and Transport Canada).

It is estimated that less than one half of one per cent (0.5%) of the positions within the Management Category of the Public Service are occupied by Indigenous people.

REPRESENTATION OF INDIGENOUS PEOPLE
BY OCCUPATIONAL CATEGORY - DECEMBER 1981

<u>CATEGORY</u>	<u>PUBLIC SERVICE EMPLOYEES</u>		<u>INDIGENOUS EMPLOYEES</u>		<u>PERCENTAGE OF INDIGENOUS PEOPLE IN EACH CATEGORY</u>
	<u>NUMBER</u>	<u>PERCENT</u>	<u>NUMBER</u>	<u>PERCENT</u>	
EXECUTIVE	1600	0.7%	5	0.3%	0.3%
SCIENTIFIC AND PROFESSIONAL	21689	10%	292	12%	1.3%
ADMINISTRATIVE AND FOREIGN SERVICE	52308	24%	675	27%	1.3%
TECHNICAL	26572	12%	174	7%	0.6%
ADMINISTRATIVE SUPPORT	68123	32%	601	24%	0.9%
OPERATIONAL	45171	21%	772	30%	2.0%
OTHER	-	-	6	0.2%	-
TOTAL	215463	100%	2525	100%	

Source: 1982 PSC Annual Report,
1981 Departmental Action Plans for Indigenous people submitted to Treasury Board.

WOMEN

As of December 31, 1982, women represented 40.4% of the Public Service workforce. In the Management Category, the representation of women is currently 5.1%. Their representation in the officer categories is 24.4%, an increase of 6.3 percentage points since 1975. However, as can be noted in Table I, a decrease of 1.6 percentage points occurred in the Scientific and Professionnal Category, largely due to the transfer of a significant number of nurses and teachers to other jurisdictions.

Table I
Representation of Women by Occupational Category, Dec. 1975 and 1982

Organiza- tional Level	Total Population		Total Women		% Women		% difference
	1975	1982	1975	1982	1975	1982	
Management Category	1,159*	3,340*	21	170	1.8	5.1	3.3
Sc. and Prof.	23,377	22,497	5,718	5,150	24.5	22.9	-1.6**
Admin. & F.S.	45,249	54,184	8,971	17,605	19.8	32.5	12.7
Technical	25,745	27,321	2,490	3,289	9.7	12.0	2.3
Total Officer Category	95,530	107,342	17,200	26,214	18.0	24.4	6.3
Admin. Sup.	70,669	70,757	55,029	58,142	77.9	82.2	4.3
Operational	53,996	44,267	6,262	5,454	11.6	12.3	0.7
TOTAL	221,061	222,581	78,766	89,922	35.6	40.4	4.8

SOURCE: PSC, Public Service Annual Report File (PARF), December 1976 and 1982

* In 1975, this category included only Senior Executives. In 1982, the Management Category included Executives and Senior Managers.

** Decrease largely as a result of the transfer of large numbers of nurses and teachers to other jurisdictions.

It is not only the representation of women across categories which is important but also their presence in different hierarchical levels of occupational groups. Table II indicates that women have increased their participation at all levels of the Public Service, including the support categories (the Operational and Administrative Support Categories) since 1976. Women represented 31.2% of junior level officers, 15.5% of intermediate level, and 10.8% of senior level officers in 1982. Women's representation at executive levels is lowest, at 5.1%.

Table II
Representation of Women by Level, Dec. 1976 and 1982

Organiza- tional Level	Total Population		Total Women		% Women		% difference
	1976	1982	1976	1982	1976	1982	
Executive Levels	1,168	3,343*	29	170	2.5	5.1	2.6
Senior Levels	7,755	7,709	432	830	5.6	10.8	5.2
Intermediate Levels	27,739	33,113	2,592	5,117	9.3	15.5	6.2
Junior Levels	67,467	67,975	15,694	21,192	23.3	31.2	8.0
Support Staff	109,568	107,695	57,785	62,390	52.7	57.9	5.2

SOURCE: PSC, PARF, December 31, 1976 and 1982

* SM population is included in the 1982 Senior Executive levels. Number differs from table 1 due to different computer sorts.

While Tables I and II illustrate the representation of women in the Public Service, Table III describes the distribution of women across the different categories and levels. It can be seen that, of all the women currently employed in the Public Service, 70.7% are working as support staff in either the Administrative Support or Operational categories, and 29.2% are officers. Only one fifth of one per cent (0.2%) are executives. As shown in Table III, this breakdown is significantly different from that of men, since 61.1% of the latter are officers and 2.4% are executives.

Table III
Distribution of the Public Service Population
by Occupational Category
December 1982

<u>Category</u>	<u>% of all Employees</u>	<u>% Men</u>	<u>% Women</u>
Management	1.5	2.4	0.2
Scientific and Professional	10.1	13.1	5.7
Administrative and Foreign Service	24.3	27.6	19.6
Technical	12.3	18.1	3.6
<hr/>			
Total (officer categories)	48.2	61.1	29.2
<hr/>			
Administrative Support	31.8	9.5	64.6
Operational	19.9	29.2	6.1
TOTAL	100.0	100.0	100.0

SOURCE: PSC, PARF, December 1982

HANDICAPPED

Handicapped persons represent less than one half of one per cent (0.5%) of the Public Service. It is estimated that 5% of the population are employable handicapped persons.

Reports submitted to Treasury Board for 1981 by 44 departments indicated 907 self-identified handicapped employees. Managerial estimates indicated a further 568 handicapped employees. Assuming that managers' estimates are accurate, there is a total of 1,475 handicapped employees currently in the Public Service. These reports also indicate that 50% of handicapped public servants are employed in term positions (i.e. positions which have a specified termination date).

June 27, 1983

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ANNEX F

SUMMARY OF MEASURES TAKEN TO DATE
BY THE TREASURY BOARD OF CANADA
AND
THE PUBLIC SERVICE COMMISSION
TO SUPPORT THE EMPLOYMENT
OF
WOMEN, INDIGENOUS AND HANDICAPPED PEOPLE

The Government of Canada, as an employer, has for many years been dedicated to the principle of equal employment opportunity. In this context, the Government adopted in 1975 a policy to ensure women equal opportunity in the Public Service; in 1978 a policy was adopted to increase the participation of Canada's Indigenous people in the Public Service, and a policy statement was issued stating the government commitment to increase employment opportunities for handicapped persons; this latter policy was formalized in 1981.

In accordance with the above-mentioned policies, federal government departments implemented programs with the objective of improving, within the work force, the participation of these target group members and of assuring their equitable distribution at all organizational levels. (Statistics on the current representation of the target groups in the Public Service of Canada are attached as Annex E).

In support of the Government's equal opportunity policies certain measures have been taken by the Public Service Commission and the Treasury Board Secretariat, and are described below.

1. Modifications to the Staffing System

- . An exclusion order in 1967, shortly after the passage of the Public Service Employment Act, to allow for the initial appointment, without competition, of mentally-retarded persons to positions in the Public Service for which they could not participate in a competitive situation on an equitable basis with persons not so handicapped.
- . The establishment of the Northern Careers Program in 1974 to provide training and development for Indigenous people in the Canadian North. An exclusion order was secured to limit candidates to those of Indigenous ancestry currently residing in the north.
- . The identification of "Native-content" positions which involve delivery of services to Indigenous people or formulation of policy related to Indigenous people. Candidates for these positions must possess a knowledge of indigenous lifestyles and values.
- . Guidelines, issued in 1979, strongly encouraging departments to include women on selection boards.
- . Special inventories of Natives were established as "special interest" applicants within the normal applicant inventories, as well as special recruitment and referral inventories for handicapped people.

- . An exclusion order in 1980 to allow, for an experimental period, only women to be considered for a certain number of custodial positions in certain federal penal institutions for men.
- . Staffing Bulletins issued to ensure that relevant experience gained in part-time work or volunteer work is given full weight in selection processes.

2. Efforts to Improve Services to Target Groups

- . Establishment of the Office of Equal Opportunities for Women in the Public Service Commission in 1971.
- . Establishment of the Office of Native Employment in the Public Service Commission in 1972.
- . Establishment by the Public Service Commission of the Black Employment Program in Nova Scotia in 1973.
- . The publication by Public Works Canada of the Barrier Free Design Standard to overcome physical restrictions on building access, provide for washroom modification, working space alterations and remove other impediments to handicapped employees and members of the public.
- . Establishment in 1979 of the Joint Council on Indigenous Participation in the Public Service. The Council is composed of representatives of five national Indigenous associations, the Treasury Board Secretariat and the Public Service Commission. It provides a source of commentary and advice relating to Public Service employment programs for Indigenous people.
- . The appointment in 1981 of regional Coordinators for the employment of handicapped people by the Public Service Commission, as well as a Special Advisor to the Public Service Commissioners on the Employment of the Disabled.

3. Improvement of Maternity and Family Benefits

- . The basic maternity leave provision offers an employee the right to be granted maternity leave without pay commencing 11 weeks before the expected date of childbirth and ending 26 weeks after.

The period of maternity leave is counted in the total years of eligible service in calculating superannuation benefits, severance pay, and the rate of accrual of vacation leave. During the period of maternity leave without pay, the employee retains position security and the Employer continues to pay its normal share of the contributions required under the Public Service superannuation and insurance plans.

- . The Family Responsibilities Benefits package, which first appeared in the collective agreement concluded with the Clerical and Regulatory (CR) Group in 1980, and has since been obtained through the collective bargaining process by 64 of the 76 Public Service bargaining groups, provides the following:
 - a bridging maternity benefit equal to two weeks' unemployment insurance benefits payable to employees during the waiting period for unemployment insurance maternity benefits; and the counting of periods of maternity leave without pay for pay-increment purposes;
 - paternity and adoption leave without pay of up to 26 weeks with conditions similar to those for maternity leave without pay;
 - "special" paid leave of up to five days per year for the carrying out of family responsibilities;
 - leave without pay for personal needs of up to a lifetime maximum of one year;
 - leave without pay in one or more periods up to a lifetime maximum of five years for the care and nurturing of pre-school-age children; and
 - leave without pay to accompany a relocated spouse of up to five years per posting in the case of rotational assignment, and up to a year in the case of permanent relocation.
- . In addition, four Public Service groups (Clerical and Regulatory, Translation, Home Economics and Historical Research) now have a 17-week paid maternity leave at 93 per cent of salary. The Employer pays the full cost for the first two weeks and then pays the difference between the unemployment insurance which the employee is receiving and 93 per cent of salary.

4. Introduction in 1978 of Flexible Hours of Work

The objective of this policy is to provide flexible hours of work, where such arrangements: are consistent with operational needs, will maintain or improve performance and service to the public, and will contribute to job satisfaction by enabling employees to make better use of their personal time.

5. Efforts to Facilitate Part-time Employment

- . As a result of the Treasury Board policy to promote access to part-time employment in the Public Service, the Public Service Commission, in 1981, developed a staffing policy and an exclusion order to ease the selection and recruitment process relating to part-time employment.
- . On September 1, 1982, Treasury Board extended the Disability Insurance Plan and the Public Service Management Insurance Plan to all eligible part-time employees whose assigned hours of work exceed one-third of regular full-time hours. Part-time employees now receive on a proportionate basis all of the benefits received by their full-time counterparts, with the exception of coverage under the Public Service Superannuation Act. The Government has stated that the next amendments to Public Service superannuation legislation will include coverage for part-time employees.

6. Issuance in 1982 of a Parking Policy to make Government Facilities more Accessible to Handicapped Persons

The policy provides that a number of parking spaces be available for permanently-handicapped persons, whether employees or visitors dealing with a government agency. These parking spaces are to be located as near as possible to one of the entrances in the building and are to be accessible at all times.

7. Day-Care Centres

In 1982, Treasury Board announced that a limited number of day-care facilities could be established in federal buildings to facilitate the continuing employment and career development of public servants with young children. Since then the Treasury Board has approved four departmental proposals for day-care centres: Environment Canada in Downsview, Ontario (now open); National Film Board in Montreal; Employment and Immigration (now open) in Hull; and Secretary of State, also in Hull. Departments assume responsibility for fitting up the day-care centres and for maintaining them; parents are responsible for all other costs.

8. Modification to Managerial Performance Evaluation

The 1982 policy on Performance Review and Employee appraisal makes it mandatory to evaluate executives and managers on the following function:

"acting on policies concerning under-represented groups (i.e., women, francophones, indigenous people and handicapped)".

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